

# PLANNING STATEMENT

## On behalf of the London Borough of Richmond upon Thames

In support of a planning application relating to two linked sites, firstly proposing the redevelopment of the former North Lane Depot (East) car park site by way of the erection of a two-storey building providing 519 square metres of floorspace for use as a community centre (Use Class F2 (Local Community)), and secondly proposing the redevelopment of the current Elleray Hall Day Centre site by way of a two-storey building providing 16 affordable residential units (14 x 1 bedroom, 2 person units (including 2 wheelchair units) and 2 x 2 bedroom, 3 person units), incorporating both replacement and additional tree planting, landscaping, a disabled parking space and both cycle and refuse/recycling storage facilities, at ;

**Former North Lane Depot, East Car Park & Elleray Hall Day Centre  
North Lane and Elleray Road  
Teddington  
Surrey**

BPC ref. : AB2136/Planning Statement  
Date : June 2021

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## **1.0 Introduction**

- 1.1 This planning statement has been prepared by Beamish Planning Consultancy on behalf of the London Borough of Richmond upon Thames. and forms part of a full planning application being submitted to the London Borough of Richmond upon Thames (the LPA) relating to two lined sites, the first comprising the former North Lane Depot East Car Park, and the other comprising Elleray Hall Day Centre, with both sites located in close proximity to the other within the town of Teddington.
- 1.2 This planning application firstly proposes, on the North Lane site, the redevelopment of that site by way of the erection of a two-storey building for use as a community centre. This new centre will effectively replace the existing Elleray Hall Day Centre, with the social centre site former the second element of these proposals, with that site being redeveloped by way of a two-storey wholly residential building providing 16 affordable units (14 x 1 bedroom units (including 2 wheelchair units) and 2 x 2 bedroom units).
- 1.3 This planning statement is submitted in support of this planning application and should be read in conjunction with the application drawings and the other technical reports that make up this application.
- 1.4 This statement details the nature of the application sites and the surrounding area, the planning history of the sites, relevant development plan policies and associated guidance, followed by an assessment of the proposals against those policies, guidance and any other material planning considerations.
- 1.5 The statement concludes that the proposals accord with the adopted development plan and all other material planning considerations and accordingly planning permission should be granted, subject to the imposition of appropriate and reasonable conditions and a legal agreement to ensure that both schemes are delivered in tandem with each other, and that future occupiers of the residential units are unable to apply for on-street parking permits within the Elleray Road Controlled Parking Zone.
- 1.6 Although not of direct relevance, we would add that the author of this planning statement worked for a Teddington based planning consultancy from 2008 to 2015, resided in the locality for over 20 years until 2019, and continues to prepare applications for both residential and commercial development within the Borough and accordingly has a longstanding and ongoing personal and professional knowledge of the application site and the surrounding area.

## 2.0 Description of Application Sites and Surroundings

- 2.1 The application site comprises two physically separate sites in very close proximity to one another, one comprising the former North Lane Depot East Car Park site, fronting North Lane to the west and the public footpath known as Middle Lane to the south, and the other site comprises the Elleray Hall Day Centre, fronting the junction of Middle Lane and Elleray Road to the north.

### Former North Lane Depot East Car Park site

- 2.2 The former North Lane Depot Car Park site comprises an irregular shaped area of land. The former single storey building which existed on the site was demolished approximately 10 years ago and that land has remained unused and screened by a hoarding since that time.
- 2.3 The car park area is accessed off North Lane by way of a dropped kerb entrance and exit point located on the south-western corner of this site. This pay and display car park currently provides parking for up to 27 vehicles, with the pay and display operational hours being 08.00 to 18.30 on Mondays to Saturdays, with parking free at all other times.
- 2.3 This site is bordered to the north and east by the residential curtilages of two-storey properties, predominantly terraced dwellings, in both North Lane and Elleray Road. To the south, this site borders the public footpath section of Middle Lane which joins North Lane to the west and the junction of the vehicular road part of Middle Lane and Elleray Road to the east. On the other side of the Middle Lane footpath are four dwellings (21-27 Middle Lane), with the front elevation of all of those properties facing the site.
- 2.4 On the western side of North Lane, directly opposite this site, is a large pay and display car park known as North Lane (West) car park, which currently provides parking for 79 cars, 4 disabled spaces and 1 motorcycle space, and the pay and display operational hours of which are identical to North Lane (East) car park.

### Elleray Hall Day Centre site

- 2.5 The Elleray Hall Day Centre site comprises an irregular shaped plot of approximately 0.13 hectares, fronting the junction of Middle Lane and Elleray Road to the north, whilst the rest of its curtilage borders the residential curtilages of neighbouring properties within North Lane, Middle Lane or Park Lane.
- 2.6 Elleray Hall comprises a single storey building, first built in 1911 and used as a parish hall, which was the subject of extensive alterations and renovations in the late 1960's and early 1970's to enable it to be used as a day centre, with the official opening of that centre taking place in 1974. Since that time, the centre has been extended on several occasions, either by way of extensions to the main building or the addition of detached buildings, the most recent of which was built in 1993.
- 2.7 The day centre provides a wide range of activities to the local community, including a two-course lunch served every weekday, and it also has rooms for hire, subject to availability, predominantly during evenings and weekends.
- 2.8 An area of hardsurfacing providing a private car park associated with the day centre is also located within the curtilage of the day centre site, accessed by way of a narrow access point between the north-western corner of the building and the Middle Lane public footpath.

### Broader surroundings

- 2.9 Both sites, although very close to the town centre of Teddington, are actually located outside of the designated town centre boundaries.

- 2.10 There is limited on-street parking within the immediate vicinity of both sites, with Elleray Road forming a Controlled Parking Zone (CPZ), the operational hours of which are 08.30 to 22.00 on every day of the week, including Bank Holidays.
- 2.11 Both sites, and indeed the majority of their surroundings, benefit from a Public Transport Accessibility Level (PTAL) of 3, on a scale of 0 (worst) to 6b (best). Teddington railway station is approximately 450 metres walking distance from the sites, with that station served by regular services to London Waterloo via Kingston, Putney, Richmond and Wimbledon, and also services out of the capital to Shepperton. Additionally, a number of local bus services travelling in various directions are served by bus stops located on both Broad Street (the A313) and Park Road (the A309) within 250 metres walking distance of the sites.
- 2.12 Neither of the sites, nor its immediate surroundings, are located within a conservation area, and nor is Elleray Hall or any other building within the immediate locality either statutorily listed or locally listed. The nearest conservation areas are Broad Street conservation area, the southern boundary of which is approximately 50 metres to the north of the North Lane site, and Park Road conservation area, the western boundary of which is approximately 50 metres to the south-west of Elleray Hall, with two storey dwellings between that site and the conservation area boundary.
- 2.13 There are no existing trees within the North Lane site, whereas there are a number of trees within the curtilage of Elleray Hall, none of which are the subject of an individual or group Tree Preservation Order (TPO). The sites and their surroundings are also located within Flood Zone 1.

### **3.0 Relevant Planning History of Application Sites and Surroundings**

#### North Lane Depot East Car Park

3.1 No recent planning history exists with regards to the former North Lane Depot East Car Park site.

#### Elleray Hall Day Centre

3.2 The most recent planning history relating to Elleray Hall Day Centre dates back exactly thirty years, to April 1991, when planning permission was granted (application ref. 91/0248/FUL) for a single storey extension to the existing rear annexe building.

## **4.0 The Proposed Development and Public Consultation**

- 4.1 Planning permission is sought for the redevelopment of the two linked sites, firstly by way of the redevelopment of the existing North Lane site by way of the provision of a new community centre, securing the re-provision of the existing Elleray Hall Day Centre facility, and secondly by way of the redevelopment of the current site of the Elleray Hall Day Centre, with that redevelopment providing a residential development of 16 affordable residential units.
- 4.2 The residential redevelopment of the latter site is effectively an enabling development to secure the provision of a new, purpose-built community facility which will serve both the requirements of the many users of the existing day centre as well as the wider community.
- 4.3 The redevelopment of the current Elleray Hall site will comprise the demolition of all existing buildings within the curtilage of the site and the subsequent erection of a two storey wholly residential building extending across the majority of the Middle Lane frontage of the site and with its rearmost part curved to maintain an appropriate set-in from the side boundaries of the curtilage of this site.
- 4.4 14 new residential units would be provided, all of which would be affordable, and the proposed housing mix comprises 12 x 1 bedroom, 2 person units, 2 x 1 bedroom, 2 person wheelchair units and 2 x 2 bedroom, 3 person units. Both the total floor area and the room dimensions of every unit would satisfy the Nationally Described Space Standards, and all of the proposed units will be dual aspect.
- 4.5 All of the proposed residential units at ground floor level would benefit from private amenity space in the form of private gardens, whilst those located at first floor level would benefit from a communal garden located within the south-western most part of this site. The roof of the proposed residential building would incorporate both PV panels, for sustainability benefits, and green roof elements for ecological benefits.
- 4.6 The proposed residential development would result in the loss of 2 existing trees on the site, but substantial new tree planting and both soft and hard landscaping is proposed. Refuse/recycling storage and covered and secure cycle storage (comprising both covered bike racks and a cycle store, providing in total spaces for 20 cycles) is proposed as part of the scheme, located both along the western boundary of the site adjacent to the pedestrian route linking the rearmost units with Middle Lane, and also an additional cycle store closer to the rear of this site.
- 4.7 The two wheelchair units proposed would be at ground floor level on the part of the residential development which fronts Middle Lane, and one off-street disabled parking space is proposed in the north-western corner of this site, accessed from Middle Lane by way of a new dropped kerb, whereas the kerb would be reinstated to the remainder of the frontage of this site.
- 4.8 The existing boundary treatment would be retained around the majority of this site, with a new 0.9 metre high estate railing with hedging behind and entrance gates along the Middle Lane frontage of this site.
- 4.9 The North Lane site would be redeveloped by way of an erection of a two-storey community centre building, providing 519 square metres of floorspace, accessible to all including a lift serving the first floor. The internal floorspace provided includes a reception/foyer/office area, activity rooms, a kitchen and café, lounge, quiet room and specialist rooms, as well as toilets. The building would be set within a garden area of 268 square metres, including an external store and workshop.
- 4.10 The North Lane site would be accessed from North Lane by way of a new crossover, necessitating the removal of an existing tree from that frontage, with the dropped kerb serving the existing car park access point replaced with a new kerb. Substantial additional tree planting and landscaping is proposed within the curtilage of the redeveloped site.

- 4.11 The North Lane frontage of the site would consist of a parking courtyard, including a minibus parking space, refuse storage, cycle parking and both disabled and staff car parking, as well as a new pedestrian route into the site from the public footpath running along the southern boundary of the site.
- 4.12 The existing boundary treatment would be retained around the majority of this site, with a new 0.9 metre high estate railing with hedging behind and entrance gates along the North Lane frontage of this site.

#### Public Consultation

- 4.13 Prior to the submission of this planning application extensive public consultation has been undertaken, including (because of restrictions arising from the coronavirus pandemic) two virtual question and answer sessions on 10<sup>th</sup> March 2021 and 20<sup>th</sup> March 2021.



## **5.0 Planning Policies and Government Guidance**

- 5.1 The Development Plan for the Borough currently, at local level, the Local Plan, which was adopted in July 2018 and which replaced the previous Core Strategy and Development Management Plan. Although the LPA has commenced preparatory work on a new Local Plan that work is at a very early stage and accordingly full weight must continue to be given to the currently adopted Local Plan.
- 5.2 At regional level, the Development Plan comprises the new London Plan, which has been published by the GLA in March 2021 following independent Examination in Public and subsequent review by the Secretary of State for Housing, Communities and Local Government.
- 5.3 At national level, the most recent update to the National Planning Policy Framework (NPPF) was published by the Government in June 2019 the NPPF streamlines previous national planning policy into a consolidated set of priorities, to ensure that planning decisions reflect genuine national objectives, with the principle of sustainable development permeating the framework.
- 5.4 The National Planning Policy Guidance (NPPG) was first published by the Government in March 2014 and most recently updated in October 2019, and streamlines previously published national guidance, which had taken the form of planning policy guidance notes and planning policy statements.
- 5.5 Finally, also of relevance to these proposals is the 'Technical Housing Standards – Nationally Described Space Standards' published by the Department of Communities and Local Government in March 2015, which sets out technical requirements for the gross internal (floor) area of new dwellings, including bedrooms and storage space.

## 6.0 Planning Assessment

6.1 The starting point for determining any planning application is set out in Section 38(6) of the Planning and Compulsory Purchase Act 2004, which states that “where in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.”

6.2 The following sections of this planning statement appraises the proposals with regards to all relevant planning issues.

### Reprovision of existing day centre and associated loss of North Lane (East) Car Park

6.3 The main element of the proposals is the reprovision of the existing Elleray Hall Day Centre in a new, purpose-built facility within the site of both the former North Lane Depot East Car Park, approximately 50 metres to the north-west of the existing Elleray Hall site.

6.4 Adopted Local Plan policy LP 28 (Social and Community Infrastructure) seeks to ensure the continued provision of community services and facilities, especially in areas where there is an identified need or shortage. The same policy supports the provision of new or extended social and community infrastructure where it provides for an identified need, is of a high quality and inclusive design providing access for all, and where practical is provided in multi-use, flexible and adaptable buildings or coordinated with other social infrastructure uses which increases public access. Finally, the policy also seeks to resist the loss of existing social and community infrastructure.

6.5 The proposed reprovision of the existing day centre in a new, purpose-built building represents an enhancement of the social and community offer when compared to the existing day centre facility. The existing facility, which dates back to 1911 and was originally built as a parish hall, has been extended on several occasions, most recently in the early 1990’s. However, its value to the community has now effectively outgrown its current location, with the potential for further expansion or redevelopment of the site limited.

6.6 Indeed, the existing day centre is rather ‘tucked away’ and accessed by narrow streets within entirely residential character of its immediate surroundings, which the existing use of the site is at odds with. The external appearance of the existing day centre building, including in particular its frontage onto Middle Lane, is not an attractive one, and is more akin to industrial premises than a community facility.

6.7 Conversely, the existing North Lane site represents a far more accessible location, benefitting from direct access onto a wider road which serves both residential and commercial activities, including the large car park (North Lane (West)) directly opposite the site.

6.8 The North Lane site represents a previously developed site, the potential of which is far from being maximised by its current usage, with approximately half of the site fenced off for 10 years and the remainder of the site comprising an open air car park of 27 spaces, which is substantially underused as it is both much smaller than the neighbouring North Lane (West) car park to the west, and also because the North Lane (West) car park has direct connections to the many commercial premises on Broad Street (within Teddington town centre), including by way of a direct access both into and through the Tesco superstore which fronts onto Broad Street.

6.9 Effectively the North Lane (East) car park serves as a significantly underused and rarely needed overflow car park which is now surplus to requirements, especially at a time when planning policy seeks to shift away from an unnecessary reliance on the private car, especially in sustainable town centre and edge of centre locations such as this site.

6.10 Consequently the principle of the reprovision of the existing day centre to the North Lane (East) car park site accords with both local, regional and national planning policies and associated guidance.

### Redevelopment of existing Elleray Hall day centre site for residential development

- 6.11 Adopted Local Plan policy LP 34 (New Housing) confirms that the Borough's housing target is 3,150 new homes for the period 2015 to 2025, with that target rolled forward until replaced by a revised London Plan target. Of that target of 3,150 units, it was envisaged that approximately 650 to 700 units would be provided within Teddington and the Hamptons.
- 6.12 The new London Plan, which was published/adopted in March 2021, sets a ten year (from 2019/20 to 2028/29) target for net housing completions within the Borough of 4,110, i.e. in excess of a 30% increase on the adopted Local Plan target.
- 6.13 London Plan policy H1 (Increasing Housing Supply) also requires LPA's to optimise the potential for housing delivery on all suitable and available brownfield sites, especially on sites which benefit from a PTAL of 3 upwards, and/or which are located within 800 metres of a station or town centre boundary.
- 6.14 The Elleray Hall site benefits from a PTAL of 3, is within 450 metres walking distance of Teddington railway station and is also within 100 metres of Teddington town centre, and therefore regional planning policy encourage the optimisation of residential development on this site.
- 6.15 Furthermore, the character of the immediate surroundings to the Elleray Hall site is entirely residential, with the curtilage of the site surrounded on all sides by residential properties, and the site is the only property within Middle Lane and Elleray Road which is not in residential usage.
- 6.16 Additionally, London Plan policy H2 (Small Sites) confirms that LPA's should support well-designed new homes on small sites (below 0.25 hectares in size) in order to achieve their housing targets, and the Elleray Hall site is such a site, being less than 0.25 hectares in size.
- 6.17 The residential redevelopment of the Elleray Hall site would not comprise infill development, given that the site, including its frontage, already comprises several buildings, the footprint of which occupies the majority of the site area, including much of the site frontage.
- 6.18 Having regard to adopted Local Plan policy LP 28 and the content of the previous subsection of this Planning Statement, as the re-provision of the existing day centre will be facilitated by the proposed development of the North Lane site, redevelopment of the Elleray Hall site for either employment generating use or affordable housing is encouraged, and given both the increased housing targets for the Borough and the ever increasing need for additional affordable housing, the proposed redevelopment of the Elleray Hall site to provide 16 affordable units accords fully with local, regional and national planning policies and associated guidance.

### Quality of residential accommodation provided

- 6.19 The proposals would result in an additional 16 residential units, all of which will be affordable units. In this way the proposals reflect the requirements of both Local Plan policy LP 36 (Affordable Housing) and London Plan policy H4 (Delivering Affordable Housing), as well as the LPA's Affordable Housing SPD, all of which encourage the maximum provision of on-site affordable housing on all suitable sites, particularly where the previous use of the site was for employment or community purposes.
- 6.20 Indeed the proposed creation of a residential development of 16 wholly affordable units within a sustainable edge of centre location is rare, and reflects another substantial benefit arising from the proposed development.
- 6.21 The proposed accommodation comprises 14 x 1 bedroom, 2 person units and 2 x 2 bedroom, 3 person units, with 2 of the proposed 1 bedroom units comprising wheelchair accommodation

located at ground floor level benefitting from direct access onto the Middle Lane frontage of the site.

- 6.22 All of the units proposed, and all of the rooms within both units, either satisfy or exceed the standards identified within the Nationally Described Space Standards, and all of the units would be dual aspect, which also reflects the thrust of London Plan policy D6 (Housing Design and Standards). Additionally, all of the ground floor units would benefit from generously proportioned private gardens, whilst the upper floor units would benefit from a communal garden located close to the south-western corner of the site.
- 6.23 It would not be appropriate to provide private amenity space to the upper floor units by way of either roof terraces or balconies as this could give risk to unacceptable loss of amenity, in terms of either loss of privacy or overlooking suffered by either the occupiers of the ground floor units or the occupiers of existing neighbouring residential properties.
- 6.24 Local Plan policy LP 35 (Housing Mix) confirms that development should generally provide family sized accommodation, except within the five main centres, and also notes that the housing mix should be appropriate to the site-specifics of the location. The same policy thrust is also reflected in London Plan policy H10 (Housing Size Mix).
- 6.25 It is acknowledged that the proposed housing mix is entirely smaller units, with no family sized accommodation. However, having regard to the edge of centre location of the site, its proximity to public transport services and the very limited on-street parking provision, the provision of a larger number of small, all affordable units in this location is appropriate.
- 6.26 Also in accordance with Local Plan policy LP 35, two wheelchair units are proposed.

#### Design, Sustainability and Landscaping Considerations

- 6.27 The Design and Access Statement prepared by Clive Chapman Architects sets out the rationale behind the design, siting and mass of both of the proposed buildings, demonstrating how the proposals have been sensitively designed to respect and complement both the built form, character and appearance of its wider surroundings.
- 6.28 The scale, mass and height of the proposed buildings are in keeping with their surroundings, and in the case of the Elleray Hall site, the footprint of the proposed residential development is smaller than that of the existing extended building and associated detached buildings.
- 6.29 The design, appearance and form of the buildings also reflect their surroundings, and in the case of the new building on the Elleray Hall site would represent a considerable enhancement to the street scene when compared to the unattractive, industrial-like appearance of the frontage of the existing building.
- 6.30 The design and layout of the proposed buildings have also been sensitively designed in order to ensure that they have no unacceptable impact upon the amenities of the occupiers of either existing neighbouring residential properties, or indeed upon the occupants of the other proposed residential units, in particular on the Elleray Hall site.
- 6.31 The layout of all habitable rooms within the proposed residential development, and the positioning, type and size of the fenestration provided to those habitable rooms, has been carefully designed to ensure that whilst all future occupiers of those habitable rooms receive good levels of daylight and sunlight, that fenestration does not result in unacceptable loss of privacy or associated overlooking.
- 6.32 Similarly, the bulk and siting of the proposed buildings ensures that there is no unacceptable impact, in terms of loss of daylight or sunlight, upon any habitable room within existing neighbouring properties.

- 6.33 The proposals would therefore comply with Local Plan policy LP 1 (Local Character and Design Quality), London Plan policies D3 (Optimising Site Capacity Through the Design Led Approach), D4 (Delivering Good Design) and D5 (Inclusive Design), as well as national planning policy and associated guidance as set out in the NPPF and NPPG.
- 6.34 The proposals also incorporate the provision of both sustainability and ecological benefits/features, including PV panels and green roofs, thereby complying with Local Plan policy LP 22 (Sustainable Design and Construction), relevant policies within Chapter 9 (Sustainable Infrastructure) of the London Plan, and the LPA's Sustainable Construction Checklist SPD.
- 6.35 As detailed on the plans and supporting documentation which comprise this planning application submission, the proposals would result in the loss of 2 existing trees with the curtilage of the existing Elleray Hall site, and 1 within the curtilage of the North Lane site. None of these trees are of high amenity value, and the proposals include substantial tree planting on both sites as well as both hard and soft landscaping, whilst retaining any other trees, therefore enhancing the overall environment of both sites in accordance with Local Plan policy LP 16 (Trees, Woodlands and Landscape).

#### Transport and Parking Considerations

- 6.36 The proposed residential development would be essentially car-free, whilst secure cycle parking (totalling 20 cycle storage spaces) for the proposed residents of the 16 units would be provided by way of dedicated cycle storage comprising both cycle stores and covered vertical cycle racks.
- 6.37 One off-street parking space would however be provided, which would be directly accessible from the Middle Lane frontage of the site and which would be allocated to either of the proposed wheelchair units.
- 6.38 Having regard to both the highly sustainable location of the Elleray Hall site, being within 450 metres walking distance of Teddington railway station and within 100 metres of Teddington town centre and bus stops on Broad Street, and also how all of the proposed residential units would be either 1 or 2 bedroom units, a car free residential development would be entirely appropriate in this case, and future occupiers of the proposed development would be restricted from applying for/obtaining on-street parking permits.
- 6.39 The proposed day centre on North Lane will benefit from car parking provision for both disabled vehicles and staff, as well as ensuring that minibuses associated with the centre can circulate within the area to the North Lane frontage of the site, with cycle parking for visitors and staff also provided.
- 6.40 The proposals therefore comply with Local Plan policies LP 44 (Sustainable Travel Choices) and LP 45 (Parking Standards and Servicing), relevant policies within Chapter 10 (Transport) of the London Plan, and national planning policy and associated guidance as set out in both the NPPF and NPPG, with paragraph 109 of the NPPF confirming that *'development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'*

## **7.0 Conclusions**

- 7.1 As detailed within this planning statement, the proposals that are the subject of this planning application submission fully comply with all relevant adopted development plan policies and all other material planning considerations.
- 7.2 The proposals will secure the provision of a new, purpose-built community facility within a more appropriate and accessible location which will represent an enhancement of the current offer of Elleray Hall Day Centre, for the benefit of both users of the existing centre and the local community as a whole. That new and enhanced facility will be provided on a brownfield/previously developed site, making the most efficient and effective use of both vacant land and an underused and poorly connected open air parking area.
- 7.3 Additionally, the provision of an entirely affordable development of 14 affordable units within a highly sustainable location, within close proximity of both Teddington railway station and Teddington town centre, reflects the thrust of both local, regional and national planning policies in terms of optimising residential development on such sites, and, as set out in this planning statement and all other documentation which this planning application submission comprises, the proposed residential development would not have any adverse impact upon the occupiers of nearby existing residential properties, and would complement the character and appearance of the street scene.
- 7.4 Consequently planning permission should be granted for these proposals, subject to the imposition of appropriate, necessary and reasonable conditions, and a legal agreement to ensure that both linked developments are undertaken in tandem with one another and to ensure future residential occupiers are unable to apply for/obtain on-street parking permits.

